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ABSTRACT

The Employability Development Team of the Cleveland Public Schools is a pilot program to meet the special needs of selected, dropout-prone students. An Occupational Adviser (counselor) and several paraprofessionals offer these students extensive counseling services, a work preparation course, and job placement. The general goal of the program is to reduce the annual influx of disadvantaged youth into the jobless labor pool by increasing their employment potential and encouraging them to remain in school. Other documents in this series are CG 008 165 through CG 008 171 and CG 008 173 through CG 008 176. (Author)

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CASE STUDIES IN PRACTICAL CAREER GUIDANCE
NUMBER 8

ED 078337

Employability Development Team

Cleveland Public Schools

Cleveland, Ohio

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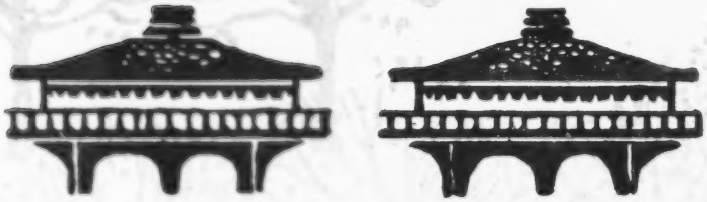

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CASE STUDIES IN PRACTICAL CAREER GUIDANCE

NUMBER 8

Employability Development Team
Cleveland Public Schools
Cleveland, Ohio

Carolyn Helliwell

American Institutes for Research
in the Behavioral Sciences
Palo Alto, California

June, 1973

The project reported herein was performed pursuant to a contract from the U.S. Office of Education, Department of Health, Education, and Welfare. The opinions expressed, however, do not necessarily reflect the position or policy of the Office of Education, and no official endorsement by the Office of Education should be inferred.

U.S. Department of

HEALTH, EDUCATION, AND WELFARE

Office of Education

Office of Planning, Budgeting, and Evaluation

This case study is one in a series of thirteen which was produced by the Youth Development Research Program of the American Institutes for Research under contract with the Office of Planning, Budgeting, and Evaluation of the U.S. Office of Education. The purpose of the contract was to examine the practical career guidance, counseling, and placement which is provided to noncollege-bound secondary level students. As part of the effort, programs which are making an illustrative attempt to deal with the needs of noncollege-bound youth were identified and described in case studies. Case studies have been written on the following programs:

1. Baltimore Placement and Follow-up Program
   Baltimore City Public Schools
   Baltimore, Maryland

2. Career Development Center
   Troy High School
   Fullerton, California

3. Career and Educational Planning Program
   Pioneer Senior High School
   San Jose, California

4. Career Guidance Program
   Hood River Valley High School
   Hood River, Oregon

5. Computerized Vocational Information System
   Willowbrook High School
   Villa Park, Illinois

6. Coordinated Vocational and Academic Education
   North Gwinnett High School
   Suwanee, Georgia

7. Developmental Career Guidance Project
   Detroit Public Schools
   Detroit, Michigan

8. Employability Development Team
   Cleveland Public Schools
   Cleveland, Ohio

9. Job Development Program
   Cleveland Public Schools
   Cleveland, Ohio

10. Kimberly Guidance Program
    Kimberly High School
    Kimberly, Idaho

11. Lenawee Vocational-Technical Center and Placement Program
    Adrian, Michigan

12. Occupational Learning Center
    Syracuse City School District
    Syracuse, New York

13. Youth Career Action Program
    San Jose Unified School District
    San Jose, California

Other products of this contract include Practical Career Guidance, Counseling, and Placement for the Noncollege-Bound Student: A Review of the Literature, and the project's final report which is entitled Planning, Structuring, and Evaluating Practical Career Guidance for Integration by Noncollege-Bound Youths. The final report outlines a planning-evaluation model which program personnel may use in developing local career guidance counseling and placement services.

EMPLOYABILITY DEVELOPMENT TEAM
CLEVELAND PUBLIC SCHOOLS
CLEVELAND, OHIO

Abstract

The Employability Development Team of the Cleveland Public Schools is a pilot program to meet the special needs of selected, dropout-prone students. An Occupational Adviser (counselor) and several paraprofessionals offer these students extensive counseling services, a work preparation course, and job placement. The general goal of the program is to reduce the annual influx of disadvantaged youth into the jobless labor pool by increasing their employment potential and encouraging them to remain in school.

EMPLOYABILITY DEVELOPMENT TEAM

When I first came in I didn't even know what I wanted to do. Counseling and discussions opened up ways and gave me more information about many jobs I didn't even know existed. It brought me closer to a goal. I've decided to stay in school. I have a better attitude towards teachers, and I'm off pills. It's really helped me a great deal. If it weren't for the paraprofessional on the Employability Development Team I'd probably be on the streets today.

--Shirley

Introduction

Like many of the others served by the Employability Development Team (EDT) of the Cleveland Public Schools, Shirley is poor and Black. Before she joined the program, her attendance at school was sporadic, her grades were low, and she was unreliable in her work habits. In addition, she was having difficulty solving her social and emotional problems. She believes that the EDT program has helped her. The fact that she is still in school and is now working toward a goal supports her belief.

As a student served by the EDT, Shirley's activities are different from those of her schoolmates who are not participating in the program. She is greeted in the school halls by friendly adults (the EDT staff) who are deeply interested in her. They are available for formal and informal counseling sessions to help her with any personal and social problems she encounters. Shirley participates in a work preparation course designed to orient her to the world of work. Topics such as requirements for entering the world of work, techniques for getting a job, and attitudes toward work and school are covered through discussions and the use of audio-visual aids. The EDT staff helps Shirley to develop and plan for career goals through job counseling and testing. They also do what they can to help Shirley progress toward her goals. For example, Shirley has obtained a part-time job during school hours as a result of her participation in the EDT program. Her high school schedule was adjusted to make this possible. In addition, if Shirley encounters serious problems, she can expect to be visited on the job or at home by an EDT paraprofessional.

The purposes of the EDT, a pilot program of the Cleveland Public Schools in two participating schools, are to increase the employment potential of dropout-prone students and to encourage them to remain in school. In this way, a reduction in the annual influx of disadvantaged youth into the jobless labor pool may result. The program is designed to serve high school students who exhibit behavior that indicates that they are incipient droupouts, but who have the potential for achievement and productive work.

The Employability Development Team in each of the two participating schools consists of a professional counselor and three paraprofessionals. The in-school EDT staff occasionally consults with Schools-Neighborhood Youth Corps counselors and Ohio Bureau of Employment Services youth counselors.

Students in the program participate in a work preparation course to expose them to the world of work. They do not receive training in a vocational field, but rather receive prevocational preparation that stresses proper work habits and attitudes and imparts preemployment knowledge. Audio-visual aids, discussions, lectures, role playing, field trips, and speakers are used where appropriate.

In addition to the course, students receive counseling and support from the EDT staff and are referred to community agencies when specialized services are required. All possible attempts are made to adjust the students' school program and schedule to meet his needs to encourage him to remain enrolled. If a student is determined to drop out, options such as adult education or vocational training are presented to him.

Vocational testing and job counseling made available through the program help participating students set career goals and make plans for achieving them. EDT staff find students part-or full-time jobs during or after school hours. The staff either solicits jobs for students themselves or arranges for students to participate in other work-study or work related programs.

Counseling to help solve social and emotional problems and home visits are additional services provided by the Employability Development Team.

Origins of the Project

The original concept of the EDT resulted from a concern expressed by members of a committee established by the Manpower Planning and Development Commission of Cleveland. This committee was charged, in part, with evaluating the effectiveness of federally funded programs in the community. Its report

stated that efforts in the Greater Cleveland Area to reduce the number of disadvantaged unemployed were not successful. In spite of financial assistance from the federal government, the number of previously unemployed people who made the transition into the labor force was offset by an equal number of youth who entered the ranks of the unemployed. These youth were either young adults from the inner city who were high school dropouts or recently arrived migrants from Appalachia or Puerto Rico. The commission believed that, with the help of the Cleveland Public Schools, stronger and more positive programs could be developed to stem the annual flow into the unemployed labor pool. This belief was based on the documented success in increasing the school staying power of inner city youths of in-school programs such as Occupational Work Experience, Schools-Neighborhood Youth Corps, Cooperative Education, and Work Study. These programs were composed of some of the following list of elements, which were thought to account for their success with youth:

1. Meaningful, on-the-job work experience.
2. Development of productive habits and attitudes.
3. Responsiveness to client needs as they perceive them.
4. Establishment of a success orientation and a positive mind set about work and job expectations.
5. A chance to earn money and remain in school.
6. Job counseling with professionals and paraprofessionals who are familiar with the working world and the educational needs of students.

From this background, the proposal to establish the Employability Development Team, a cooperative effort of the Cleveland Public Schools, the Schools-Neighborhood Youth Corps, and the Ohio Bureau of Employment Services, was developed by the Technical-Vocational Division of the Cleveland Public Schools. The experimental and demonstration project was to be a preventive rather than remedial attempt to help keep potential dropouts in school and provide them with vocational skills, thus decreasing the annual inflow of disadvantaged youth into the jobless labor pool. It was funded by the Division of Vocational Education, Ohio Department of Education, with money made available through Public Law 90-576, the Vocational Amendment of 1968.

Project Development

The EDT Program is operated by the Technical-Vocational Division of the Cleveland Public Schools. Within this division, the Supervisor of Adult and Special Vocational Education has the major management responsibility for its operation. The Organization Chart on the following page summarizes these relationships. Two schools were selected to participate in the program because their students displayed problems common to disadvantaged youth. These problems are reflected in the pupil mobility and poverty indices for these schools.

The planning for the program was accomplished in meetings with representatives of the Manpower Planning and Development Commission. These individuals represented the cities of Cleveland and East Cleveland, the public school systems of each city, a national vocational advisory committee, the Ohio Bureau of Employment Services, and local businesses and civic groups. The development of the program was achieved in three phases: Phase I--in-service training for paraprofessionals, Phase II--curriculum development for the work preparation courses, and Phase III--implementation of the demonstration program.

Training of paraprofessionals was conducted in a six-week session held during the summer of 1971. The paraprofessionals met five days a week for six hours daily. At about the same time and for the same length of time, a committee made up of a Job Development Program counselor,* the two occupational advisers of the Employability Development Team, a member of the Technical-Vocational Division of the Cleveland Public Schools, a counselor from the Ohio Bureau of Employment Services, and an adviser from the Schools-Neighborhood Youth Corps met to outline the curriculum for the work preparation course. The committee contacted some of the individuals who conceived and developed the concept of the EDT to gain insight into the purposes of the course and its method of presentation. Directors of similar programs were also consulted.

When it became implemented in the schools, the EDT program was organized as follows. Occupational advisers, as part of the school staff, consult with the school's principal and report to the assistant principal, who is responsible

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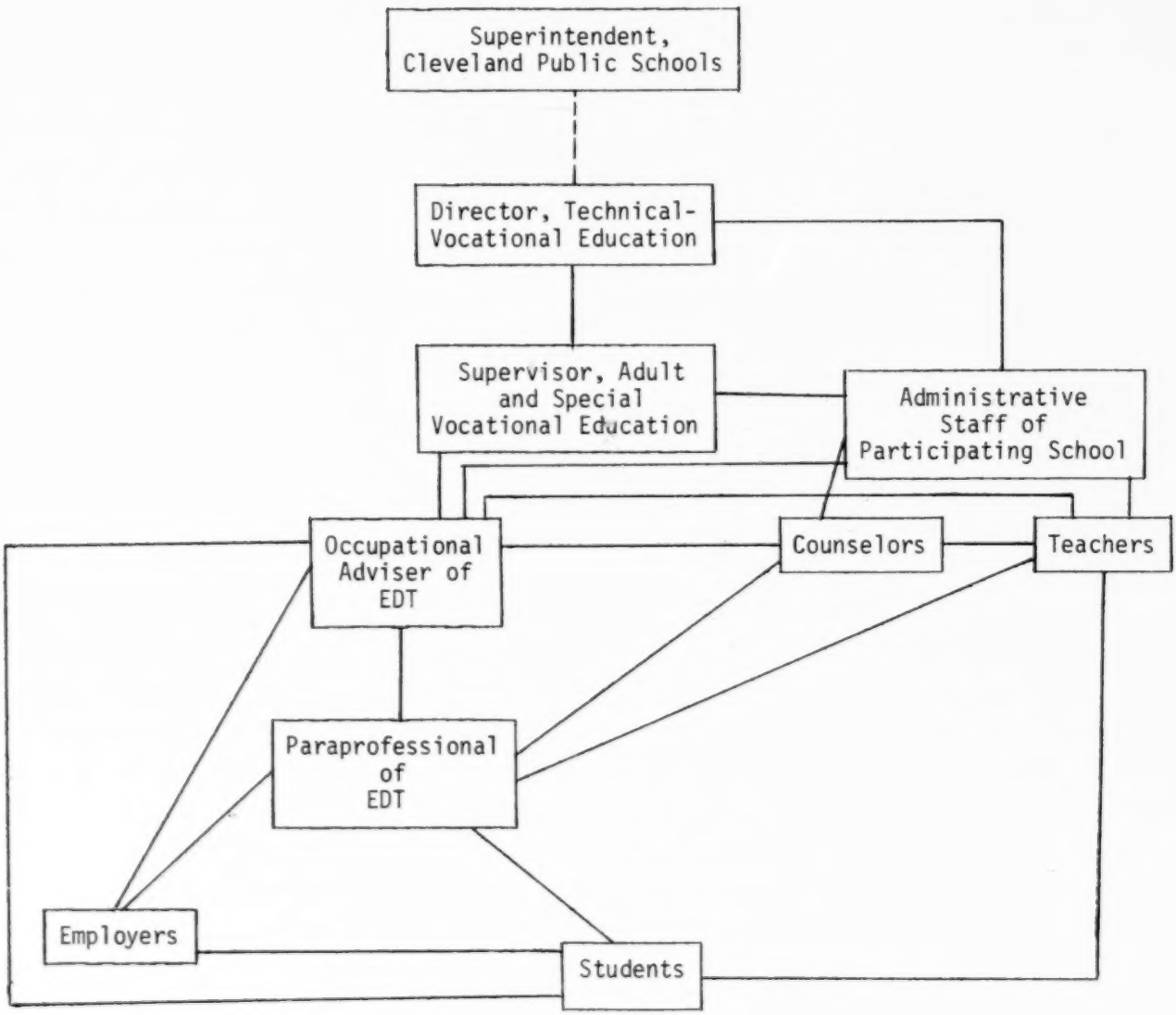
*The Job Development Program is a placement program that operates in Cleveland's Title I high schools. It is described in a separate case study report.

Organization Chart of the
Employability Development Team



for supervision of Title I and state funded programs. An annual evaluation of the program is conducted by staff of the Division of Research and Development of the Cleveland Public Schools.

Current Status of the Project

Target Population and Setting

Cleveland is a city that experienced racial violence in the late 1960s. Currently, efforts are under way on many fronts (e.g., education, employment, and housing) to improve the quality of life in Cleveland and to eliminate circumstances that may have contributed to the disturbances. The Employability Development Team is an example of this activity.

. The program is designed to serve high school students 16 years of age and older who exhibit behavior that indicates that they are incipient dropouts. Program staff feel that these students are largely unmotivated in school because they do not perceive the relationship between their school efforts and employment opportunities. Their school performance, attendance, and participation are below average. They usually do not have realistic career goals or salable vocational skills and lack knowledge of the working world. However, these students have the potential for achievement and productive work.

Program staff have isolated some factors that they believe indicate those students who may benefit most from the services of the EDT. These factors are: on public assistance, from low income families, excessive class cutting, lack of proper work attitudes, poor self-image, poor achievement, poor attendance, overage for grade level, weaknesses in basic learning skills, and poor adjustment to school programs.

The actual characteristics of the students served by the EDT during the 1971-72 school year as stated in the evaluation report* were:

1. Sixty-one percent (61%) of the students had academic disadvantagement.

    a. Twenty percent (20%) of the students were classified as having language deficiency.

    b. Fifteen percent (15%) of the participants were categorized as English, a secondary language.

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*References are listed at the end of this case study.

c. Eleven percent (11%) of the students were listed under the heading of English, a primary language.

2. Sixty-seven percent (67%) of the students were classified as having reading deficiencies.

3. Seven percent (7%) of the students' major disadvantagement was computational deficiencies.

4. Seventy-five percent (75%) were classified as socioeconomic disadvantaged. (p. 14)

Most of the students served by the EDT in one of the two participating schools (East Technical High School) are Black and poor. (More than half the students attending East-Tech are Black, and the average annual income in the community is near $5000.) A few more females than males are included. They often come from large families and live in an inner city area composed of housing projects or older multiple family dwellings. Businesses in the area are small and largely engaged in providing services to residents. There is one large manufacturing concern and a food packing plant. In this school, attempts are made to serve all tenth-, eleventh-, and twelfth-grade students referred to the EDT for their poor attendance or poor grades by administrators, counselors, teachers, or the attendance office, although the staff focuses its attention on those who are 18 years old. Only a portion of the referrals may participate in the program, however, because of schedule conflicts. The EDT at this school will also accept some appropriate student self-referrals if their free periods coincide with the schedule of the EDT class.

The students served by the EDT at the second participating school (Lincoln-West High School) are drawn from the variety of backgrounds represented in the surrounding community. This school is located in a rapidly changing area of Cleveland's urban center into which lower income families, especially Puerto Rican and Appalachian migrants are moving. Other Spanish surnamed families and American Indians are also present. The Black population of the area is apparently stable, residing in two housing projects; the Appalachian families are especially mobile. The average income level of families in the neighborhood is barely above that at which the high school would be designated eligible for Title I funds. There are some small businesses to be found in the immediate area and larger industries in the surrounding areas. The EDT in this school works mainly with tenth graders,

although they hope to provide help and advice as these students become juniors and seniors. Some students participating in the EDT program are "age transfers," those who are "graduated" from the junior high school after their sixteenth birthday regardless of their lack of academic achievements. Puerto Rican students with deficiencies in the use of the English language make up another major group of EDT students. At this school, students are referred to the EDT by assistant principals and counselors. Legitimate referrals from high school teachers cannot be accepted due to large case loads. The EDT staff works with personnel from the junior highs that feed into the high school to identify early the students who are most likely to benefit from the EDT program. Once identified, EDT staff members visit the student's home to explain the program to him and his parents.

Goals and Objectives

The overall goal of this demonstration project is to increase the staying power of dropout-prone students by involving them in a series of specially prepared courses. Specific objectives to be achieved are:

1. The demonstration schools will have a significantly fewer number of pupils who have severed their connections with the school than they have had in previous years before initiation of the demonstration project.

2. Students in the demonstration schools will have a systematic exposure to a series of courses designed to explore the world of work; included will be courses in:

   a. Career Exploration
   b. Career Orientation
   c. Career Preparation

3. An experimental group known as the "Employability Development Team" will be organized in the demonstration schools, to offer advice, build rapport and give job information to incipient dropout students.

4. A significantly greater number of students from the demonstration schools will be employed than in previous years before advent of the demonstration project.

The development of the EDT project occurred in three phases: Phase I--development of the in-service training model for paraprofessionals, Phase II--curriculum development for the work preparation course, and Phase III--

implementation of the project. For each phase, a set of objectives was written and means for achieving the objectives were listed.*

Project Staff

The staff of the EDT at each school consists of one male occupational adviser and three paraprofessionals--two males and one female. The basic qualifications that were used to select the occupational advisers are:

1. College graduate with minor or major vocational education.
2. At least two years of teaching experience.
3. Desire to work with inner city children.
4. Establishment of good rapport with target area children.
5. Certified guidance counselor.

The backgrounds of the two men selected as occupational advisers include experience in working with disadvantaged youth; a total of 28 years' teaching experience, 14 of which includes counseling with young adults; master's degrees in guidance; membership in professional organizations; and industrial work experience. These men have received special preparation in career guidance. Such training is incorporated into the requirements for Ohio guidance counselor certification. Both occupational advisers have received in-service orientation and attended workshops to prepare them for participation in the EDT. The basic responsibilities of the occupational adviser are listed on pages 11 and 12 of the EDT proposal.

The occupational advisers at each school work full time in the program and divide their efforts between a variety of tasks. Supervising the paraprofessionals and conducting their in-service training is a major task. Individual counseling of students, contacting employers to develop jobs for students, and visiting the homes and work sites of students also receive considerable attention. The remainder of the occupational advisers' time is spent on such activities as group counseling, testing and interpretation, consultation with other educational personnel, community liaison work, planning and evaluating program activities, and administrative tasks.

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*These objectives are too detailed for inclusion in this case study; they are given in the proposal (see references at the end of this report).

The basic qualifications that were used to select the paraprofessionals are:

1. Male, preferably veterans at least 21 years of age or older.
2. Neighborhood residents or from some other low income areas.
3. Ability to communicate with students on their own level.
4. Mature and stable individual.
5. High school graduate or its equivalent.
6. Interest in vocational education and/or vocational guidance as a possible career.
7. Interest in working with high school students.
8. Ability to accept and execute assigned responsibilities.
9. Ability to work alone without close supervision.
10. Ability to meet and be conversant with people from different backgrounds i.e. students, teacher personnel officers, labor unions, shop stewards, and business leaders.

The first qualification was changed when the value of the contributions that could be made by female paraprofessionals was recognized. The backgrounds of the paraprofessionals represent a variety of educational and occupational experiences. Several paraprofessionals have taken some college course work and one is a college graduate with experience in guidance and testing, but none has guidance credentials. As a group they have had work experience in jobs including secretary, factory worker, recreation worker, mechanic, counselor in state and federal agencies, medical technician, steel mill worker, salesman, and bus driver, as well as experience in Armed Forces. The paraprofessionals have racial, ethnic, and cultural backgrounds similar to the students they serve; they live in the same neighborhood; and they speak the same language or jargon. These similarities contribute to understanding and communication and facilitate rapport between paraprofessionals and student.

Before implementation of the EDT program in the schools, training of the paraprofessionals was conducted. It focused on the ways that community agencies could be used as referral resources. The objectives of this training

were accomplished through speakers' presentations and visits to vocational schools, other agencies, and homes of target students. Each experience was summarized by a discussion between the paraprofessionals and their occupational adviser. Unfortunately, because of staff turnover and the late addition of the female paraprofessionals, all paraprofessionals did not have the opportunity to participate in the initial training session. Some of the new members received a brief orientation; others were trained on the job. Continuing in-service training sessions are conducted during school holidays. Responsibilities of paraprofessionals are listed on pages 12 and 13 of the EDT proposal.

The paraprofessionals on the EDT are paid an hourly wage for a 35-hour work week. At East Technical High School they spend about 30% of their time on each of the following tasks: job development, counseling (including teaching, observation, and recording of work preparation course), and home visitation. The remaining 10% is spent visiting job sites. At Lincoln-West High School, the paraprofessionals spend about half their time teaching the work preparation course, 20% working with students informally, 15% developing jobs, and 15% consulting with the occupational adviser to develop employability plans for students or to discuss how to approach students' problems.

Facilities, Materials, and Support

The two schools in which the EDT operates are quite new and attractive. They are evidence of a spirit of growth and rejuvenation in the Cleveland Public School System under the leadership of its Superintendent. Office facilities for the EDT in one school are small for four adults, and, in the other school, they must be shared with the coordinator of another special program. It is difficult to arrange for private counseling of students in either of these locations. The work preparation course at one school is taught in regular classrooms and at the other in a small room off the library.

Most of the resource material used by the EDT is used in the work preparation course. However, several forms have been developed at each school for recording information about students' backgrounds and progress in the EDT. Also, sample job application blanks are provided to students so they may prepare themselves for one aspect of seeking employment. At Lincoln-West High School, the work preparation course is based on four filmstrips on: "Part-Time Jobs," "The Job Interview," "Getting and Keeping Your First Job," and "Filling Out a Job Resume." Phonograph records are available in the library of this school to describe specific jobs to disadvantaged youth.

The Occupational Outlook Handbook, filmstrips on specific problems that students face (e.g., drugs), and field trips to job sites are used as supplements in the course. The work preparation course at East Technical High School draws heavily from the Advisor and Counselor Guide developed for use in Cleveland's Job Development Program. Speakers, field trips, and films and filmstrips on occupational and educational opportunities are used occasionally. A limited attempt has been made to make occupational information pamphlets available to students in the EDT office.

The community resources employed by the EDT consist of agencies that provide services to students and EDT staff and employers. Contacts with agencies were made to assist in training the paraprofessionals and are made during the implementation of the program whenever the needs of individual students warrant. Resource agencies are listed in detail in the EDT training materials under the following categories: (1) work-study programs and vocational schools; (2) agencies to aid incipient dropouts and their families (e.g., counseling services); (3) agencies that deal with delinquent or emotionally disturbed children (e.g., social services or courts, welfare services, Boys' School); (4) supportive services in the community (e.g., legal aid, health services); and (5) community involvement (e.g., churches, community centers).

The greatest impact of these agencies is made by the work-study programs, which can occasionally provide employment to students, and the Ohio Bureau of Employment Services, which administers and interprets the GATB to selected EDT students at Lincoln-West High School. In contrast to Lincoln-West, East Technical High School has been identified as eligible for Title I funds, thus many more materials and services are available to students there, including other programs designed to reduce or stabilize dropout rates. The impact of these materials and services on the East Technical students who are served by the EDT has not been determined.

Employers, of course, provide a resource to the EDT by hiring students. Job development/solicitation is one activity of the EDT, and effective relationships have been built up with certain employers who ask the EDT to help fill positions that become vacant. In some cases, employers will accept as an employee an EDT student that they would not ordinarily hire, will demonstrate to him a special measure of understanding on the job, and will also meet with the student and the EDT staff for progress checks for resolving problems.

Some 15% of the funds for the current operation of the EDT come out of the budget of the Technical-Vocational Division of the Cleveland Public Schools. The bulk of current costs are paid by special project funds from the Division of Vocational Education, Ohio Department of Education, with money made available through the Vocational Amendment of 1968. Staff salaries represent the main operating costs of the project, although in earlier phases, project funds were spent on training, curriculum development and the purchase of materials.

Student Activities

In February 1973, the Cleveland Public Schools completed a "Needs Assessment Survey of Disadvantaged and Handicapped Populations in Cleveland," which listed the number of individuals exhibiting characteristics of disadvantagement in several categories. An advisory committee was formed, and goals to serve the total disenfranchised population were established. Community agencies and interested citizens provided a list of programs and services needed by the disadvantaged. Specific programs and their enrollments were projected. Various community agencies promised supportive services to these Cleveland Public Schools Special Needs Programs when they become operational.

The EDT is a Special Needs Program that was established before the district-wide needs assessment was conducted. Those engaged in the formulation of the EDT concept used their expert opinion to identify the needs of the students that would be served by the program. A need for prevocational information was evident to them from the fact that 400 to 500 students who are lacking a work orientation drop out of high school at the tenth grade level every year. Other factors that led to the formation of the EDT program have been discussed earlier in this case study.

The occupational advisers involved in implementing the EDT have identified some specific needs of the students they serve. In their opinion, noncollege-bound youth frequently need job information and placement assistance to overcome the fear of the world of work that is likely to result from the lack of a working role model in the home. They need help to resolve job adjustment problems such as those that result from reacting to their supervisor's constructive criticisms in the same manner as they have previously reacted to others' irrational rage. They also need training in managing money. The youth served by the EDT need to be seen as unique individuals. Peer pressure on them must be broken and they must learn to make independent decisions. The Occupational

Advisers believe that Black students, because it is especially important to them to be well dressed at school, need a job to support their wardrobe if they are to remain in school. Home visits to poor white neighborhoods revealed broken families where parents are incapable of providing guidance and a working role model. Children of these families need to learn to accept their home situation and work toward building a positive future for themselves.

The needs identified led to the formation of the EDT program and influenced its development at each participating school. Three elements are basic to meeting the needs of students served by the EDT: (1) the work preparation course, (2) the counseling and services of the occupational advisers and the paraprofessionals, and (3) employment of students. The importance of each of these three elements was expressed by the students themselves.

Related to the work preparation course, one girl stated: "It's helped me to find out information about jobs, cooperating with other people, income taxes, [and] filling out [job] applications." For another student, "filmstrips were the best part. I know more about a lot of jobs than before I got into the program." "Group discussions on jobs, college, and interests," and seeing movies on "life goals and jobs" helped another girl "set goals" for herself. Especially significant to her was the class when "a guy who used to go to East Tech discussed the problems he had in finding a job. He was a dropout without training or skills."

The counseling and services of the occupational advisers and paraprofessionals are the second significant aspect of the EDT program. One girl states:

> I like it [the program] because I have someone to talk to when I go to the office. Family problems between my brother-in-law and me [made me feel] like jumping out of a window and always crying . . . I started cutting school a lot because of this. [The paraprofessional] always counseled me and helped me very much to overcome my problem. Although I don't like him [the brother-in-law] I am able to cope with him and I enjoy staying in school.

Another girl told about her sister who

> . . . didn't feel like being in a regular school [because she] was an unwed mother . . . My sister got counseling and information on the school that she could go to. [She] is now in a school for unwed mothers and continues her education. [She] had a lot of counseling that was very positive.

Having a job was very important to Joan.

> I always cut school because it was too far to walk. [I had] transportation problems and I needed . . . money. [I] got a job as a part-time filer [and I was] able to eliminate my transportation problems.

Joe told about his friend who was

> . . . frustrated, upset, and very nervous . . . [he] got fired from a job . . . EDT discussed the problem with his office. [He was] fired because he didn't like his job and thought that he was supposed to be switched around every week to a different station. My friend got rehired. I think it was because the counselor, my friend, and his boss discussed the problem together.

Because it is a pilot program, the EDT at each school has been allowed to develop independently. At East Technical High School, staff members first try to keep a potential dropout in school through counseling. If that fails, they will adjust his program, replacing classes he does not like or is having trouble in with others or perhaps transferring him to another section of a course if he does not get along with a particular teacher. The next alternative is to shorten his high school program to allow him to work during the school day. As the last resort, staff attempt to place a student in full-time employment or training outside of school. Technically, the student must drop out of school to be eligible for this last alternative.

On the average, students in the program at East Technical receive two hours of counseling per week and attend the work preparation course once a week for an hour. Their time in the program is divided as follows: 60% in large group presentations by staff, 10% in small groups, 10% in independent work, and 20% in large group presentations with audio-visual media. Each student has an individual folder in which all available information about him and about the EDT staff's interactions with him and about his progress at school and on the job is recorded. Parents are informed of their children's progress during parent conferences. At least one parent conference per year is held for each student. Visits to the students' homes are also conducted in the event that special problems arise.

The work preparation course at East-Tech is taught by one of the paraprofessionals in a regular classroom. Although the presentation is informal, it is made in the traditional manner--an adult lecturing to 18 to 20 seated students. The course lasts the whole school year; sections are taught during a different period each of several days of the week. The curriculum for the

course was developed as a response to the identified needs of the students served by the EDT. Twenty units are covered at an average of two per month. The titles of the units are: I. Orientation; II. Introduction to the World of Work; III. Career Exploration; IV. Career Orientation; V. Vocational Counseling; VI. Job Applications; VII. Job Resume; VIII. Personal Regimen; IX. The Interview; X. Employer-Employee Relationship; XI. Communications; XII. Attitude Building; XIII. Job Placement; XIV. Personality Development; XV. Importance of Rules and Regulations--A. At School, B. On the Job; XVI. Dramatization; XVII. Money Management; XVIII. Places of Employment--A. Public, B. Private; XIX. Testing--A. Achievement, B. Mental Ability, C. Vocational; and XX. Human Relations. Supplementary lessons include: career talks, field trips, occupational and educational films and filmstrips, and case conferences. Students are given a numerical grade on a quiz at the end of each unit and are evaluated several times a year although no grade for the work preparation course is recorded on the report cards sent home to their parents. Students earn credits toward graduation from high school for their attendance at the work preparation course.

The counseling of the EDT students is done mainly by the paraprofessionals, who have adopted a case load approach. Superimposed on their responsibilities for certain students is a practical division of labor among them. One paraprofessional, with special training and contacts in the field, has assumed the majority of job development, solicitation, and placement activities. The female paraprofessional acts as a receptionist and clerk for the group; she does not make home visits. The paraprofessionals try to see each student in their case load once a week, and many students drop in to the EDT office almost every day. The paraprofessionals tell students that help is available for any type of problem and try to provide it themselves or refer students to other agencies. The EDT staff believes that demonstrating special interest in students helps to motivate them.

A student who wants a part-time job is initially instructed to look for himself and apply some of the knowledge he has gained in the work preparation course. If he is unsuccessful in this search and it is important and desirable for him to work, the program has three options: the student may be enrolled in a work-study program at school, in a work-related program outside school, or a job may be found for him in the local community. Full time placement in local jobs for students dropping out of school is done through telephone contacts with the Ohio Bureau of Employment Services or

direct contact with employer personnel managers. The microfiche job bank located at the job center near East-Tech is also used. The counselor talks with a student about his personal characteristics and then tries to place him in a related DOT-coded position from the job bank. Training available at the adult education center or through other programs or agencies is also suggested.

At Lincoln-West High School, when a tenth-grade student is referred to the EDT office, a paraprofessional is introduced to the student, meets with him in a private room, and attempts to determine his problems and get him to express his feelings. If the student is recognized as an immediate or incipient dropout, according to the characteristics listed previously, the paraprofessional explains the activities and goals of the EDT to him. A contract explaining the responsibilities of the student and the benefits he will receive is signed.

The formal program of the EDT at Lincoln-West is the work preparation course, which lasts approximately five weeks. Each student meets on an individual basis with a paraprofessional two times a week (Monday and Wednesday or Tuesday and Thursday) for one hour during one of his study periods. Each of the three paraprofessionals can work with six students at the same time; 18 students complete the course each five week cycle. The course consists of filmstrips and records that acquaint the student with the basic knowledge necessary for him to acquire and retain a job. After each media presentation, specified questions are discussed with the student. Through the course, the paraprofessional helps the student to apply and integrate the concepts he learns to himself, and helps him to evaluate himself and determine his prospects for success in the immediate future. As necessary, the paraprofessional spends time talking with students about personal problems.

The Ohio Bureau of Employment Services administers the General Aptitude Test Battery (GATB) and when the results of the GATB and the interpretation of the scores are received, the occupational adviser at Lincoln-West interprets the results to the student and the paraprofessional he has been working with. An employability plan (immediate and remote) is then formulated by all three, based on the test results, permanent records and past examinations, the student's interests, and the paraprofessional's understanding of the unique individual that the student is. All this information has been collected in an individual folder maintained for each student. It is then decided to pursue one of three options with the student:

Option I--remaining in school

a. transfer from an academic program to one which includes vocational courses.

b. attempt to resolve the student's personal problems.

c. adjust a student's schedule to increase the possibility of him remaining in school.

Option II--referring a student to a work-study program in or outside of school, or securing employment on a part-time basis and offering credits as a work-study program

Option III--securing full-time employment

Most students choose Option II; few choose Option III.

On completion of the formal part of the work preparation course, the paraprofessional continues to assist the student by conducting weekly informal talks with him and providing him with more job information through phonograph records on specific occupations or through the use of the Occupational Outlook Handbook. Fridays are reserved for informal counseling. The purpose of this continuing follow-up is to help the student achieve his employability plan. The paraprofessional is a strong factor in developing positive self-concept, attitudes, and habits in students because of the concern, involvement, and relationship with the student that continues through the year.

The EDT staff at Lincoln-West believes that working on an afternoon job is an effective factor in the development of the student's self-concept and in his assimilation of the proper and realistic attitudes toward work. When his attitudes and habits are judged to be sufficiently developed through counseling and the work preparation course, the student served by the EDT begins looking for a job on his own (about 50% find one), and then, if unsuccessful, he is assisted by the staff. They send a letter to employers that explains the EDT and asks about job openings and contact other work-related programs. The occupational adviser tries to develop in the employer an interest in the student as an individual and will visit the student's work site as necessary. At Lincoln-West, the student is able to earn school credit for his work experience and receives a grade on his report card for it.

Special Factors

The favorable climate in Cleveland for education, especially vocational education, is likely to have contributed to the development of the EDT program. The Ohio State Department of Education has a vigorous Division of Vocational Education as evidenced by PRIDE in Vocational Education (Program

Review for Improvement Development and Expansion). This is a comprehensive system designed to assist vocational teachers, administrators, supervisors, and state personnel to plan for quality vocational educational programs. There is also the Miami University study of the opinions of former high school students, "A Critical Look at the High School," sponsored by the Ohio Advisory Committee for Vocational Education to collect information that would permit sound recommendations to be made to the State Board of Education related to vocational education. The Cleveland public school system is led by a dynamic Superintendent of Schools who has taken action to interest local business and industrial personnel in the educational ventures of their community. Donations of talent, funds, supplies, and facilities and cooperation in training and employing students are a partial representation of this interest. Cleveland residents seem more than unusually interested in their schools. The previously mentioned Manpower Planning and Development Commission and the Cleveland Public Schools Advisory Committee, which participated in the needs assessment survey, are two examples. Finally, the Vocational-Technical Division of the Cleveland Public Schools seems particularly strong.

The development of the EDT program may have been hindered by several factors. The first, as is frequently the case with educational projects, is the amount of money available. Additional funds would have permitted more field trips and more occupational information to be made available to students. A larger program would also have been able to serve more of the students in need of it. This fact was mentioned by many of the individuals interviewed, but it seems against the nature of a pilot program.

A second factor is the hiring, training, and supervision of paraprofessionals. At one school, a problem was encountered in choosing the right people for the job. One of the original paraprofessionals was promoted to another position in the school, and the second had difficulty in performing his duties because of a conflict of interest. Structured training sessions for paraprofessionals have not yet been instituted, thus new members of the EDT staff, brought in at midsemester, were unable to receive the intensive training session before the program was established in the schools.

The EDT program could profit from more public knowledge of it, and a greater degree of participation by school personnel, parents, and the local neighborhood. Perhaps because of its newness, the program tends to be rather

insular. Its goals and procedures are not well known, and occasionally unrealistic or inappropriate achievements are expected of it.

A final factor that would contribute to the impact of the EDT was expressed by several students. They wished that jobs could be found for them that were more closely related to their interests. EDT staff members apparently have trouble finding jobs for unskilled high school students that meet the expectations developed in the work preparation course. EDT staff appeared convinced, however, that almost any experience in the working world would have some value for those students who had matured sufficiently to learn from it.

Evaluation

The EDT program is evaluated annually by the Division of Research and Development of the Cleveland Public Schools. The results of the 1971-72 evaluation were presented in a 55 page report. Data collection focused on examination of project records, periodic reports by the two occupational advisers, interviews with participating staff, and on-site observations. Analysis consisted of a descriptive summary of procedures and activities as well as a comparative analysis of services rendered at the participating schools prior to the implementation of the project.

The first three of the four specific objectives listed in the proposal and earlier in this case study were discussed. A comparison of the dropout rates of the two participating schools for 1969-70 and 1970-71 with the rates for 1971-72 was made, and the percentage of students retained in the EDT programs was calculated to evaluate the major objective of the program: "The demonstration schools will have a significantly fewer number of dropouts than they have had in previous years before initiation of the demonstration project." The results were inconclusive, and the effects of the program could not be separated from those of other programs operating in the project schools. The evaluators were unwilling to state a success criterion for a program that was designed to work with a high risk population and felt it was inappropriate to hold one program accountable for the dropout rate of the whole school. They suggested a reexamination of the major objective of the program. They also stated that the achievement of product objectives during the initial year of operation of a program was an unrealistic expectation. In addition, one of the occupational advisers pointed out that students who enrolled in out-of-school vocational training programs when they

left the high school before graduation were classified as dropouts for the purposes of the evaluation. The EDT staff considered that they had at least partially achieved this objective of the program with these students.

A status description of the degree of implementation of the program served as the evaluation of the second and third objectives of the EDT: "Students in the demonstration schools will have a systematic exposure to a series of courses designed to explore the world of work . . ." and "An experimental group known as the 'Employability Development Team' will be organized in the demonstration schools . . ." Positive answers to the following list of basic questions reflected the achievement of these two objectives.

1. Did the recruitment and selection of paraprofessionals take place?
2. Were the paraprofessionals hired?
3. Were the in-service programs established?
4. Was there a good working relationship between the paraprofessionals and other staff members?
5. Were paraprofessionals able to provide supportive services to the newly hired students?
6. What were the number of referrals for supportive services handled by the paraprofessionals?
7. Were dropout-prone students enrolled in work preparation courses?
8. Were students involved in part-time work, part-time study programs?
9. Did the curriculum development team prepare the work preparation course?

Future of the Program

The future of the Employability Development Team program is uncertain. Its funding as an experimental and demonstration project will terminate this year, and shortages of district funds to support its special services may force changes in its staffing and procedures.

Conclusions

Although a conclusive evaluation of the program has not yet been conducted, subjective evidence collected during interviews on site seems to indicate that the EDT has a significant effect on the lives of the great majority

of the students it serves. The few negative incidents reported in the interviews were cases in which the EDT tried to assist a student and that student rejected the help. In the words of one girl: "I didn't want help and there was no one really capable of getting my 'head together' . . . However, later on in the program [the paraprofessional] got to me. I guess I owe a lot to her. [Before] I didn't want help although I pretended like I did." In only one interview were negative, unanticipated outcomes reported.

A reoccurring response to requests for suggestions to improve the EDT was to provide more funds so that the program could expand and serve more students. This suggestion came from people who were not participating in the program as well as from those who were. A vice principal at one of the schools reported that he had been in favor of eliminating all specially funded programs because he witnessed incidents where the funds had been poorly managed. He felt, however, that the EDT was doing a good job and should be expanded. The most telling evidence of the effectiveness of the program in meeting the needs of students is the fact that its value is discussed among the students themselves; friends and siblings of participating students are requesting enrollment in the EDT program.

The recommendations stated in the 1971-72 evaluation report bear repeating here.

(a) In-service [training] should be established on a more systematic schedule.

(b) Curriculum which has been developed for this program should be compiled into acceptable form for dissemination and replication.

(c) Field trips to prospective places of employment should be an integral part of the program rather than an "add-on".

(d) Careful screening of prospective participants should be accomplished by EDT staff members prior to enrollment. Program should not become "dumping grounds" for every malcontent in the school.

(e) Extreme caution should be exercised in dealing with some of the personal problems presented by students. Matters of delicate nature should be referred to competent authorities. Students with "deep seated problems" should be made aware of proper referral services.

In addition, the following suggestions relating to the Cleveland EDT Program were made during interviews conducted on site. First, it was generally

felt that the services provided by the program should be available to all dropout-prone high school students in the district. Ideally, the program would be expanded to serve all students, since almost all youths can benefit, in some degree, from more counseling, a work preparation course, and the opportunity for work experience.

Next, it was recommended that the base of support for education that has been developed within the business and industrial community in Cleveland be expanded so that sheltered employment situations could be provided to encourage in especially troubled students the development of behavior and attitudes required for success on the job and so that more trainee positions offering the potential for career advancement could be made available to them.

It was also suggested that the resource represented by the parents and community of students should be involved to a greater extent in resolving students' adjustment problems. Lines of communication should be developed and strengthened between the school and significant members of the students' out-of-school environment.

Finally, communication between the EDT and personnel in participating schools should be developed and their assistance in helping individual students should be sought whenever possible. The vocational aspects of the program should not be allowed to overshadow students' need for basic academic skills. In addition, the EDT staff should suggest to teachers general adaptations that could be made to reinforce the success of the EDT. The integration of work-related concepts into the regular curriculum is an obvious example.

Transportability

It would be difficult at the present time to replicate the EDT program in another school district. Without question, the concept of making intensive counseling, work preparation courses, and work experience available to students is transportable, and the steps in planning, developing, and implementing the program are reported fairly clearly in the EDT proposal; however, the special services of the EDT are difficult for school districts to provide without special funding assistance.

If resources are available to institute a program similar to the EDT in another school setting, decision-makers will be faced with the following types of challenges. The role of paraprofessionals, the role of occupational advisers, and the relationship of the two roles should be clearly defined

and understood by everyone concerned with the EDT program at its outset. A preservice training program for paraprofessionals and occupational advisers and a systematic, regularly scheduled in-service training program for them should be developed. Curriculum for the work preparation course should be devised. Support for the total program in the community, among employers, and in the schools in which it will be implemented should be established. Meeting these challenges would facilitate the development of Employability Development Teams in other school districts.

PROGRAM OUTLINE

Goal:	To reduce the annual influx of disadvantaged youth into the jobless labor pool by increasing their employment potential and encouraging them to remain in school.
Students Served:	Approximately 160 students referred to the program as incipient dropouts are served. Students spend about three hours per week in contact with program staff.
Staff:	The EDT at each school is composed of one occupational adviser who is a certified counselor, and three paraprofessionals.
Funding Source:	15% local funds 85% federal funds allocated by the state of Ohio
Materials, Facilities and Support:	At each participating school, the EDT occupies classroom space in which to teach the work preparation course and office space for maintaining records and counseling students. Forms for recording information on students' background and progress have been produced. Students use curriculum materials and audio-visual materials in the work preparation course. The EDT relies on the cooperation of agencies and institutions to which students can be referred to meet their special needs and of employers willing to hire the students served by the program.
Student Activities:	Students receive prevocational training in the work preparation course. Counseling and support services are available to them through the efforts of EDT staff. Staff also provide job placement and follow-up services so students may gain work experience.

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